City and County of San Francisco

MAYOR DIANNE FEINSTEIN
Chairman

Mayor's Criminal Justice Council

ROTEA J GILFORD
Deputy for Criminal Justice

February 14, 1985

The Honorable Dianne Feinstein
Mayor of the City and County of
San Francisco
City Hall, Room 200
San Francisco, California 94102

Dear Mayor Feinstein:

This letter transmits the "Report to the Mayor from the Jail Overcrowding Committee." It is the culmination of seven months of work by over forty people in local government agencies and the private sector. In addition, six of your Criminal Justice Council personnel staffed the Committee.

The work of the Committee was in direct response to a motion for contempt by the plaintiffs in the case of Stone v. City and County of San Francisco et. al. in United States District Court. Judge William Orrick will hold a hearing on March 28 to determine if our plan is sufficient to meet his order that the City not chronically overcrowd County Jail #1.

The Committee feels that the two most important recommendations likely to produce long term improvement are the construction of additional beds, the exact number to be determined by a needs assessment/architectural study and increased funding to the Department of Public Health for a day treatment program inside the jail.

We look forward to meeting with you in the near future to discuss this report.

Very truly yours,

Sincerely,

Edward Stern, Judge
of the Superior Court
Chair, Jail Overcrowding
Committee

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REPORT TO THE MAYOR

FROM THE

JAIL OVERCROWDING COMMITTEE

In June, 1985, Mayor Dianne Feinstein requested that the Jail Overcrowding Committee be reactivated in order to make recommendations for alleviating the chronic condition of overcrowding in the San Francisco jail system. Attachment #1 explains the statement of purpose and history of the litigation known as Stone v. City and County of San Francisco, et al.

The reconstituted committee is composed of representatives of every City and County department having any association with the issue of jail overcrowding (see attachment #2 for the roster of formal members and attachment #3 for the roster of other members). From June 12, 1985 to January 29, 1986, thirteen meetings of the full Jail Overcrowding Committee were held. In addition, approximately twenty meetings took place of the six subcommittees established by the chairperson, Judge Edward Stern of the Superior Court. They are the:

1. System Efficiency Subcommittee -
   Paul Principe, Chair

2. Physical Space Subcommittee -
   Wallace Wortman, Chair

3. Long Range Jail Development Subcommittee -
   Norman Karasick, Chair

4. Master Calendar/Night Court Subcommittee -
   Judge Dominique Olcomendy, Chair

5. Police Auditorium/Centralized Booking Subcommittee -
   Deputy Chief Kevin Mullen, Chair

6. Weekend Charging Decisions Subcommittee -
   Paul Principe, Chair

Several hundred hours of work went into the meetings and into the preparation before and after each meeting by Committee members. Each department represented on the committee also utilized other employees to assist in gathering information and providing feedback on the numerous proposals. MCJC staffers Don Leonard and Wayne Lawrence conducted an exhaustive study of admissions to County Jail #1 in order to profile the intake population.

The task of developing solutions to San Francisco's jail overcrowding problem is particularly difficult. San Francisco began work in this area in 1978 and has been on the cutting edge of innovative approaches. Because of this, the City had not been as hard hit as many other counties in California because of a willingness to try approaches short of building a new jail. The effect has been that a burgeoning arrest rate and steady increases in bookings has begun to take its toll on San Francisco.

The total jail system population has increased 34 percent over the past five years to an all time historical high of over 1500 in-jail prisoners which is 110 percent of rated capacity. The number of pre-trial felons has increased 25 percent while sentenced misdemeanants have increased 50 percent. These increases have occurred in spite of numerous programs, including county parole, the O.R. Project, an aggressive citation release policy and the Sheriff's Work Alternative Program (SWAP) which averages 500 sentenced misdemeanants. See Attachment #4 for the relevant data.

A startling increase took place during January, 1986. The population at month's end was 1631 with 522 at County Jail #1. This represents 111 and 128 percent of capacity respectively.

Although it is not possible to pinpoint the precise reasons for this increase, some factors are worth noting. On December 31, 1985, the ten-percent bail law was allowed to sunset without renewal by the State Legislature. This law allowed an arrestee to post ten percent of the bail amount in cash without going through a bail bondsman. According to the Facility Commander of County Jail #1, Lt. Michael La Vigne, this provision had accounted for approximately 20 releases per day.

In addition, some reduction of O.R. releases on weekends has taken place. Normally, 40-50 cases are presented to the court every day. About 25-30 O.R. applications per day are granted. Both the number presented and those granted have decreased.

Seventy-two (72) beds are being added to the jail system and should be completed within two years. Federal and state funding was secured in order to add 48 beds to the Work Furlough facility at 930 Bryant Street (see Attachment #5). Construction is scheduled to begin in November, 1986, with completion set for November, 1987. Local funding has been approved for the addition of 24 beds in County Jail #1 in what was previously the kitchen and scullery room. This construction has begun and will be completed in May, 1986.

A further complication of the problem has developed. Serious concerns have been raised about the men's jail at San Bruno. It is the oldest operating jail in California. The few existing jails originally built prior to 1934 have all been renovated. The jail at San Bruno has not been. Built in 1934, it is literally falling apart. All building systems, including heating, plumbing, ventilation and electrical, are in an advanced state of decay. The structural integrity is questionable. For example, five to fifteen pound chunks of the building's exterior wall frequently fall off. It may be necessary to replace the entire facility of 600 beds. Costs would range from $40 - $60 million.

RECOMMENDATIONS

1. Construct an undetermined number of new beds in order to increase the rated capacity of the jail system.

   COMMENT: A majority of the Jail Overcrowding Committee members believe that all reasonable alternatives to incarceration commensurate with public safety and with limited fiscal resources have been implemented. Even the addition of 72 beds will not be sufficient to meet the need, especially in the foreseeable future. In 1983, the Sheriff's Department contracted with an independent planning consultant for a "minor jail needs assessment". That study projected that in 1986, the average daily population would be 1502. Projections for 1993 and 1998 were for 1948 inmates and 2286 inmates respectively. These figures may prove to be conserative. The City can only undertake such an expansion with help from the state. At present, the Sheriff's Department has estimated its financial need at $50 million. At either the June or November, 1986, election, a statewide bond measure will be placed on the ballot for voter approval. The likely sum to be requested for local jail construction will be $455 million. MCJC staff and the Sheriff's Department are closely monitoring the progress of this effort to insure that the City receives a fair portion of that amount provided it is approved by the electorate.

2. Conduct a comprehensive needs assessment and architectural study of the county jail system in order to determine the precise number of additional beds needed to comply with the court order including but not limited to the following:

   a. Analysis of the characteristics of the current inmate population;

   b. Analysis of current and possible alternatives to secure detention, e.g. SWAP, Work Furlough, community-based programs, detox centers, etc;

   c. Projections of jail populations for the next 5 - 20 years based on demographic trends;

   d. Analysis of how best to handle mentally disordered detainees, when and how they should be housed, and programs that should be available;

   e. Seismic study of the facilities in San Bruno ($40,000 has been locally appropriated and is scheduled to begin soon);

f. Complete structural and engineering analysis of the facilities in San Bruno ($15,000 has been locally appropriated and will be done at the same time as the seismic study);

g. Feasibility of establishing centralized booking in the basement of the Hall of Justice so that the present booking area could be converted to housing and program space (an exhaustive study by the Sheriff's Department has just been completed);

h. Feasibility of converting Room 101 (Municipal Court) in the Hall of Justice to inmate housing;

i. Feasibility of converting Department 20 (Municipal Court) on the 6th floor of the Hall of Justice to inmate housing;

j. Feasibility of converting the Police Auditorium to inmate housing (auditorium plus Dept. 20 would add from 70-100 beds to the jail); and

k. Develop cost estimates and a financing plan for any needed construction.

COMMENT: The Government Code requires that a needs assessment be conducted prior to Board of Correction approval for any significant jail construction. It would be a prerequisite to qualifying for any future bond issue should one be placed on the ballot and passed by the voters. At the same time, a needs assessment would examine classification and security needs as well as cost comparisons of various options, e.g., Work Furlough beds versus secure beds. This type of study would cost between $200,000 - $250,000 if done entirely by outside consultants. However, it may be possible to conduct most of this study at no additional cost to the City. The National Institute of Corrections Jail Center in Boulder, Colorado has offered to fund a team of archetectural consultants who could analyze the jail facilities and make recommendations about how best to expand the rated capacity. This would include preparing functional drawings, although they could not draft blueprints. In addition, the N.I.C. would send in a team of overcrowding experts to independently study the same areas studied by the Jail Overcrowding Committee, including an analysis of the O.R. Project. Lastly, they have developed techniques for a county to conduct its own population projection study. The State Board of Corrections will also be completing a rough population projection figure for San Francisco sometime in early

1986. MCJC staff with the assistance of some Sheriff's personnel could conduct other components of a needs assessment if substantial time were alloted for it. This would largely entail updating the 1983 minor jail needs assessment mentioned earlier and piecing together all of the various components into a coherent document. The seismic component and the structural/engineering analysis have been funded. Some additional money may be needed to complete some highly specialized work in a later phase.

3. Establish an in-jail day treatment program for the mentally disordered people who are less than gravely disabled.

   COMMENT: This requires designating a particular housing unit in which this type of inmate is supervised plus additional mental health personnel to conduct treatment programs. Currently, only County Jail #1 has a small unit for psychiatric patients. Patients would be seen daily (Monday thru Friday) and monitored on weekends and holidays. A program of group/community meetings, socialization, occupational therapy, daily living skills, and intensive support services would be provided to this high-risk population. Patients returning from the hospital would be placed in this program expediting hospital discharges and decreasing the need for rehospitalization. The Department of Public Health would need one location in the jail system set aside for this population. Centralizing their existing personnel plus adding 3.5 staff would allow the program to fully function (1 psychologist, 2 psych technicians, half-time occupational therapist). DPH does not have funds for the additional staff nor would the state appropriate any money, unless new legislation was approved. Los Angeles County currently has such a program and their statistics show a 59 percent decrease in hospital use. It may be possible to put together a legislative package which would assist other counties as well.

4. Add three employees to Jail Psychiatric Services so that case management can be done with that population of mentally disordered detainees who are in jail but who instead should be in the mental health system.

   COMMENT: DPH recently applied for a grant from the state under a section of the Broznan Mental Health Act in the amount of $250,000 for two case management workers plus increasing by 48 the number of contract beds in the community for this population. DPH just received notice that they were awarded $163,000 for the

48 contract beds but not the two employees. The Department of Public Health is pursuing other sources of funds for the staff and they are cautiously optimistic of success.

5. Increase the number of high security psychiatric beds at San Francisco General Hospital (Ward 7-D) from 12 to from 20-24 in order to comply with the consent decree order that gravely disabled people (5150) not be in jail.

   COMMENT: Additional funds would be needed for capitol improvement of Ward 7-D. This would also reduce an equal number of prisoners at County Jail #1. DPH does not have money for this project although building a sub-acute , locked facility at SFGH would allow for conversion of either Ward 7-A, 7-B, or 7-C at a fraction of the cost. Therefore, the priority should be to fund the L-Facility and include the minor conversion of another ward in the overall package.

6. Increase the number of contract detox beds available for public inebriates so that they need not be housed in the jail.

   COMMENT: All parties in the criminal justice system agree to the need for more detox beds. This issue is likely to be heavily affected by a pending California Supreme Court decision known as Sundance v. Municipal Court of the Los Angeles Judicial District. Currently, about 10-15 public inebriates per day at any one time are held in County Jail #1 because of a shortage of contract beds.

7. Add two employees to the O.R. Project for a one-year trial period in order to properly complete O.R. reports in a timely fashion, especially on weekends when the O.R. Project is short-staffed, for review by the Municipal Court.

   COMMENT: The O.R. Project does not make recommendations on O.R. The court decides by reviewing the file prepared by O.R. staff. The addition of two employees serves to better protect the community by improving the quality and timeliness of the reports. This will help to insure that serious offenders are not released while minor offenders are considered shortly after their booking. Only about two-thirds of all O.R. applications to the court are released. Of course, not all arrestees apply for O.R. The cost of this addition to the weekend staff is approximately $15,000 and would be accomplished by augmenting the contract between the courts and the O.R. Project. MCJC staff could evaluate the effects after six months and after one year. In addition, the National Institute of Corrections has offered to send experts to evaluate the O.R. Project at no cost to the City.

8. Reduce by seven days the time that the Superior Court takes to hold its sentencing hearings so that the state prison commitments would spend one less week in jail.

   COMMENT: This has already been administratively implemented by the court and the Adult Probation Department in December, 1985. In the first month, 32 cases were referred for a savings of 224 custody days.

9. Reduce the delay between the decision to discharge an arrestee and the actual release from County Jail #1.

   COMMENT: This has already been administratively implemented by the Police and Sheriff's departments.

10. Amend the Sheriff's citation release policy by permitting the citing of persons with infraction and selected misdemeanor traffic warrants (except drunk driving) of $2,500 or less.

    COMMENT: This has already been administratively implemented by the Sheriff's Department.

11. Request that the Department of Public Works establish a procedure for repairing out-of-service cells as a priority when it is reported.

    COMMENT: Currently, Department of Public Works waits until there are about ten to twelve cells that need repair before scheduling work on them. These cells are greatly needed. Implementing this recommendation would require a letter from the Mayor to the Director of the Department of Public Works.

12. Examine the cost effectiveness of contracting out the laundry service at both the Hall of Justice and San Bruno so that those areas could be utilized for inmate housing.

    COMMENT: The Sheriff's Department has already begun this evaluation. Their work could also be incorporated into the needs assessment study.

PROPOSALS REJECTED BY THE COMMITTEE

1. Housing Federal Prisoners - in order to stop housing federal prisoners, a 10-year contract would have to be broken (1983-1993). No legally acceptable method exists for such an idea. Negative economic considerations would also result. The U.S. Marshall's Service pays for its prisoners and has donated $1 million toward an expanded Work Furlough facility. The Sheriff did limit the number of federal prisoners at any one time to 60 per day.

2. Converting Hidden Valley Ranch School to a Branch Jail - this was rejected after a site visit due to the costs necessary for conversion which would result in only about sixty beds. The remote location of the facility and the need to hire approximately 25 new employees would necessitate extremely high operational costs for such a low number of beds.

3. Municipal Court Master Calendar - although an idea with otherwise possible merit, it was determined after study that no direct reduction on jail overcrowding would result.

4. Instituting a Criminal Night Court - the Committee felt that any potential impact on overcrowding (and much skepticism existed about any impact) was not sufficient in light of the high costs of operation.

5. Allowing Police Inspectors to Release Detainees Without District Attorney Review - this practice existed many years ago and was discontinued due to the potential for corruption; the Committee felt it was not an acceptable idea due to opposition by both the District Attorney and the Police Department.

6. Reducing Involuntary Psychiatric Holds Pending Conservatorship from 47 to 32 Days - a lot of study went into exploring ways of reducing the time that severe psychiatric prisoners are in custody prior to conservatorship hearings; although an entire report could be written on this subject alone, the Committee concluded that this would be counterproductive for a variety of reasons.

7. Citing Out Prostitutes - this was considered and discarded because of the likelihood of adverse reaction from the community.

8. Reducing the Number of Days Allowed to Outside Jurisdictions to Pick Up their Prisoners - this was rejected because the Penal Code preempts discretion, other counties temporarily house our prisoners on holds, virtually every jail in the State is overcrowded and the current statutory 5-day limit is needed for other counties to realistically schedule pick-ups.

9. Expand the Sheriff's Citation Release Policy to Include More Serious Misdemeanors - examples would include minor weapons charges, batteries, domestic violence without injuries; this was rejected a endangering public safety.

10. Expand the Sheriff's Citation Release Policy to Include Outstanding Bench Warrants - this was rejected because it undermined the purpose of bail, i.e., to insure court appearances.

11. Expanding O.R. Project Criteria to Incude Riskier No-Warrant Felony Arrestees - this was rejected as endangering public safety.

12. Instituting an O.R. Project Practice of Recommending Reduced Bail When O.R. is Denied - this was rejected because the courts do not now allow O.R. staff to make recommendations on O.R.; hence, this proposal would not be consistent with current policy.

13. Assigning Two Sheriff's Department Employees to the O.R. Project - this was rejected because the Sheriff does not have the personnel for such an assignment.

14. Reorganize the District Attorney's Office and the San Francisco Police Department Bureau of Inspectors for Full Weekend Operations so that Charging Decisions Could be Expedited - this was rejected as far too costly at this time; see attachment #6 for details about the nearly $1 million per year cost for additional police and district attorney staff.

CONCLUSION

The Governor's Office and the Legislature are planning a jail bond issue this year for $455 million. The current needs statewide far exceed this amount. It is expected that the following jail bond issue will be scheduled for 1988.

At the request of Senator Robert Presley and Assemblyman Richard Robinson, the County Supervisors Association of California (CSAC) is spearheading the development of the process by which the counties considered most needy will be selected for funding. MCJC staff will be monitoring the CSAC efforts throughout the next several months and attending their meetings. The City has made much progress toward educating the State about our serious needs. The goal for San Francisco is $40 million. Of the $630 million already awarded to 51 counties from the two previous bond issues plus legislative appropriations, only $1 million came to San Francisco for expanding the Work Furlough facility. The City is reasonably optimistic of receiving $40 million from the next bond issue.

With the submission of this report, Phase I of the Committee's work is complete. It will be necessary to monitor the implementation of these recommendations and to explore new ideas as they are developed.

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ATTACHMENT 1

STATEMENT OF PURPOSE

On July 15. 1982, the City entered into a consent decree in U.S. District Court effective for seven years pertaining to conditions of confinement at County Jail No. 1, formerly City Prison (Stone v. City and County of San Francisco, et. al.). One of the fifteen major issues in the decree concerns overcrowding. The applicable order reads:

> Excepting weekends and holidays, in no event shall any housing areas, including dormitories, regularly house more than their rated capacity...

The distinguishing factor in this order is the term "regularly house." Since the Fall of 1984, CJ #1 has been consistently over capacity. The entire jail system has been continuously overcrowded since the beginning of 1985. The attached "Brief Sheet" gives the exact figures by jail for April and May, 1985.

The current situation in the jails places the City at risk of sanctions for violating the consent decree. Immediate attention is necessary. Jail overcrowding is a systemic problem that involves all criminal justice and related agencies.

The original Jail Overcrowding Committee, later known as the Justice Planning Committee, was started in 1978 and deactivated in 1984. The present status of the jail population requires that a renewed effort be initiated to address the problem.

The reconstituted Jail Overcrowding Committee is being convened at the request of the Mayor. It is composed of representatives of every City and County department having any association with the issue of jail overcrowding. The purpose of the Committee is three-fold:

1. To establish an intra-governmental body in order to gather facts and analyze the problem;

2. To develop both short-range and long-term options for consideration by the Mayor as solutions to the problem; and,

3. To monitor the progress of the implementation of the proposed solutions.

A timetable for action must be set early in the process of the Committee's work. After sufficient study and discussion has been accomplished, a written report examining all of the possible options will be prepared. The Mayor's Criminal Justice Council will perform coordination duties and staff work. However, department heads will be asked to provide essential information with the assistance of their own staff.

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APRIL 1985

BRIEF SHEET

POPULATION	CJ 1 6th	CJ 2 7th.	CJ 3 SB	CJ 4 WF	CJ 5 SFGH	Total JAIL	CJ 6 SWAP	Total SYSTE
Average Daily Population	463	376	652	58	16	1,565	39	1,604
Capacity	407	372	602	64	22	1,467	--	1,467
% Capacity Used	114%	101%	108%	91%	73%	107%	--	109%
Average Daily Population								
April 1984	397	379	582	64	16	1,438	29	1,467
April 1983	408	379	558	46	18	1,409	24	1,433
% Change 1984 vs 1985	+17%	-1%	+12%	-9%	0%	+9%	+34%	+9%
Non-County Population								
Total ADP 123/8% — Federal	--	68	--	2	--	70	--	70
State	--	--	46	--	--	46	--	46
Other County	--	--	--	7	--	7	--	7

	MISD	FEL	NON-SF	TOTAL
PRE-TRIAL POPULATION	122	828	114	1,064/66% ADP
SENTENCED POPULATION	531	--	9	540/34% ADP

BOOKINGS: 4,526

TOTAL MALE 1451/90% ADP
TOTAL FEMALE 153/10% ADP
TOTAL MISD 662/41% ADP
TOTAL FEL 942/59% ADP

MAY 1985

BRIEF SHEET

POPULATION	CJ 1 6th	CJ 2 7th	CJ 3 SB	CJ 4 WF	CJ 5 SFGH	Total JAIL	CJ 6 SWAP	Total SYSTEM
Average Daily Population	460	383	640	62	16	1,561	37	1,598
Capacity	407	372	602	64	22	1,467	--	1,467
% Capacity Used	113%	103%	106%	97%	73%	106%	--	109%
Average Daily Population								
MAY 1984	377	363	543	63	19	1,365	29	1,394
MAY 1983	380	381	560	46	16	1,383	39	1,422
% Change 1984 vs 1985	+22%	+6%	+18%	-2%	-16%	+14%	+28%	+15%
Non-County Population								
Total ADP 134/8% — Federal	--	70	--	1	—	71	--	71
State	--	8	47	--	--	55	--	55
Other County	--	--	--	8	—	8	--	8

	MISD	FEL	NON-SF	TOTAL
PRE-TRIAL POPULATION	119	800	125	1,044/65% ADP
SENTENCED POPULATION	545	--	9	554/35% ADP

BOOKINGS: 4,550

TOTAL MALE 1440/90% ADP
TOTAL FEMALE 158/10% ADP
TOTAL MISD 673/42% ADP
TOTAL FEL 925/58% ADP

ATTACHMENT 2

JAIL OVERCROWDING COMMITTEE

10/85

FORMAL MEMBERSHIP ROSTER
(revised)

Judge Edward Stern, Chair Superior Court, Dept. 24	558-4572
Judge Ina Gyemant Municipal Court, Dept. 1	558-4216
Ken Babb O.R. Project (Buzz Kuchlenz)	552-2202
Jeff Brown Public Defender's Office	626-6878
(Bruce Blumberg/Carol Yaggy)	553-1671
Rotea Gilford Mayor's Office	558-4751
Sheriff Michael Hennessey Sheriff's Department	558-2411
(Bill Davis)	558-2411
(Kevin Foster)	553-1592
Norman Karasick DPW - Bureau of Architecture	558-4601
Chief Cornelius Murphy Police Department	553-1551
(Deputy Chief Kevin Mullen)	553-1306
Arlene Sauser Adult Probation Department	553-1687
(Marvin Pugh)	553-1431
Arlo Smith District Attorney's Office	553-1741
(Paul Principe)	553-1760
Nancy Walker Board of Supervisors (Kate Monico-Klein)	558-2943
Dr. David Werdegar Department of Public Health	558-2466
(Nancy Rubin)	558-4608
Wallace Wortman Department of Real Estate	558-3220

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ATTACHMENT 3

NON-GOVERNMENTAL MEMBERSHIP ROSTER

Karen Joe Barry Krisberg National Council Crime and Delinquency	956-5651
Maria Elena Guillen Robin Merrill Northern California Service League	863-2323
Will Leong Pre-Trial Diversion Project	543-6345
Fernando Tafoya National Moratorium on Prison Construction	647-1890
Jan Marinessen American Friends Service Committee	681-6712
John Friedlander Anne Poverello Ann Spiegelman Justice for Murder Victims	563-1215 665-2290 664-1381
Edward Lawson Union Square Association	781-7880
Leslie Tang Greater Market Street Development Assn.	391-4722
Don R. Dutil West of Twin Peaks Council	731-3296
Jim Gatten Forrest Hill Association	664-5397
Irene Kiebert Bar Association of San Francisco	391-6102
Tom Gee Bar Association of San Francisco	648-7390

OTHER GOVERNMENT PARTICIPANTS

Lt. Michael La Vigne San Francisco Sheriff's Department	553-1430
Christine West Jail Psychiatric Services	863-9138
Gordon Park-Li Municipal Court	558-2786
Hon. J. Dominique Olcomendy Municipal Court, Department 19	558-4524
Hon. Lenard Louie Municipal Court, Department 14	558-3556
Victoria Hobel City Attorney's Office	558-3875
Bob Podesta District Attorney's Office	553-1743

Mayor's Criminal Justice Council Staff

Jim Buick
Peter Gorman
Barbara Allen-Conway
Don Leonard
Wayne Lawrence
Stephen La Plante

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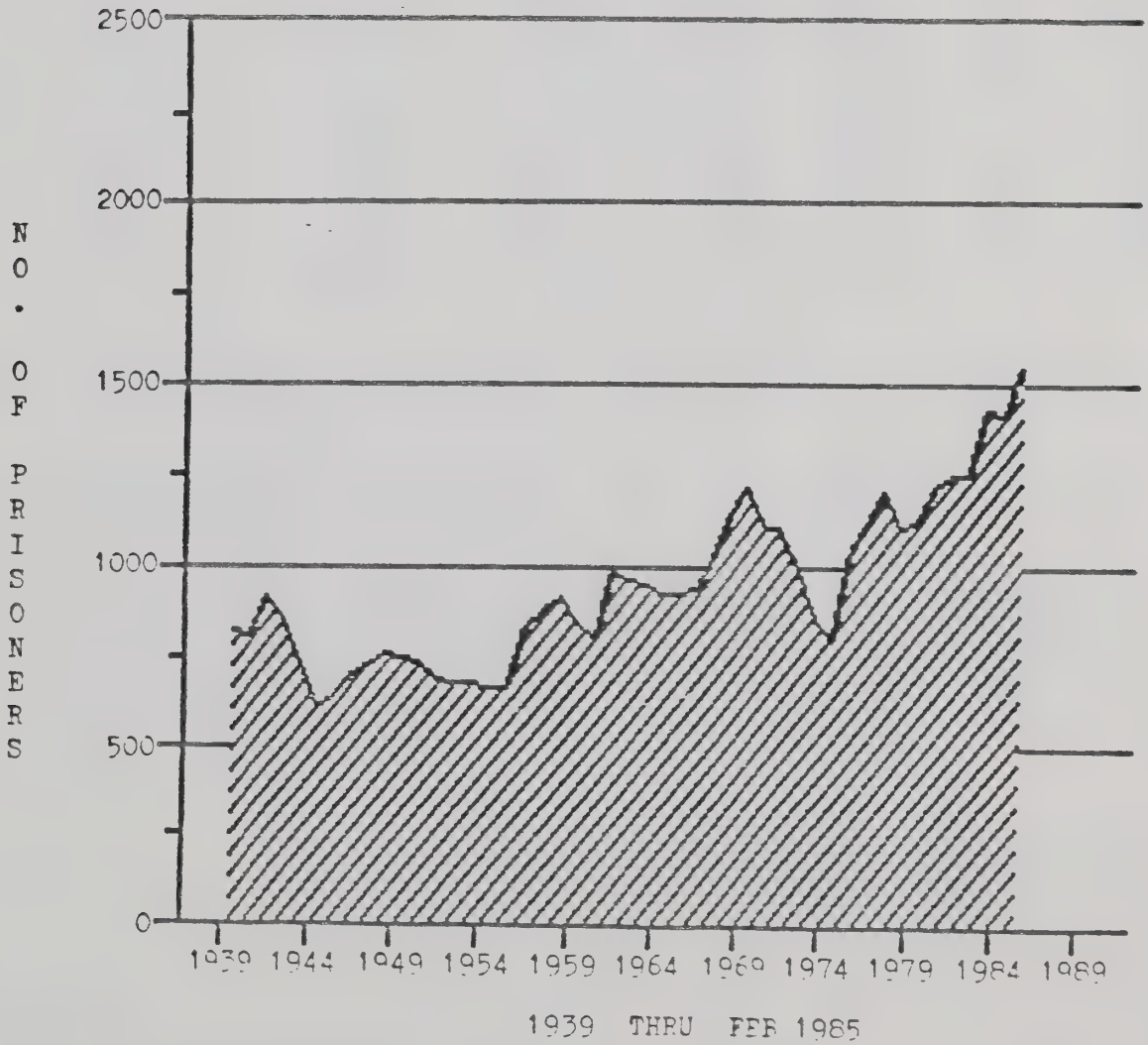
ATTACHMENT 4

AVERAGE DAILY POPULATION



SAN FRANCISCO COUNTY JAIL PRISONER POPULATION [a]
October 1980-June 1985

Quarters	MISD Pre-Trial	MISD Sentenced	Felons	State[b]	FEDS	O/C	Total
4/1980 [c]	98	267	614	60	51	57	1147
1/1981 [c]	102	252	638	63	57	80	1192
2[c]	94	302	667	63	64	66	1256
3[c]	116	294	668	61	70	60	1269
4	158	307	693	86	61	41	1346
1/1982	125	310	606	63	59	52	1215
2	112	286	582	66	74	84	1204
3	106	335	601	74	74	47	1237
4	121	360	646	87	87	18	1319
1/1983	114	420	632	94	93	14	1367
2	120	456	626	71	112	17	1402
3	114	427	674	74	105	31	1425
4	120	426	661	90	89	22	1408
1/1984	131	452	679	102	88	7	1459
2	127	424	654	79	92	3	1379
3	126	387	656	55	97	5	1326
4	134	391	714	58	79	5	1381
1/1985	133	458	804	52	79	6	1532
2	121	497	795	56	63	7	1539

NOTES: a) only includes jailed prisoners (Jails 1,2,3, WF, SFGH); does not include SWAP.

b) state prisoners held under 3056pc (pre revocation) and 2910pc (post-parole revocation).

c) prior to October 1981, Department's statistics did not list state prisoner held under 3056pc separately from felons. Therefore, for comparability, 50 felons have been arbitrarily listed as state prisoners, for the fourth quarter of 1980 and the first three quarters of 1981.

prepared by Kevin Foster
Capital Program Manager
August 21, 1985

ATTACHMENT 5

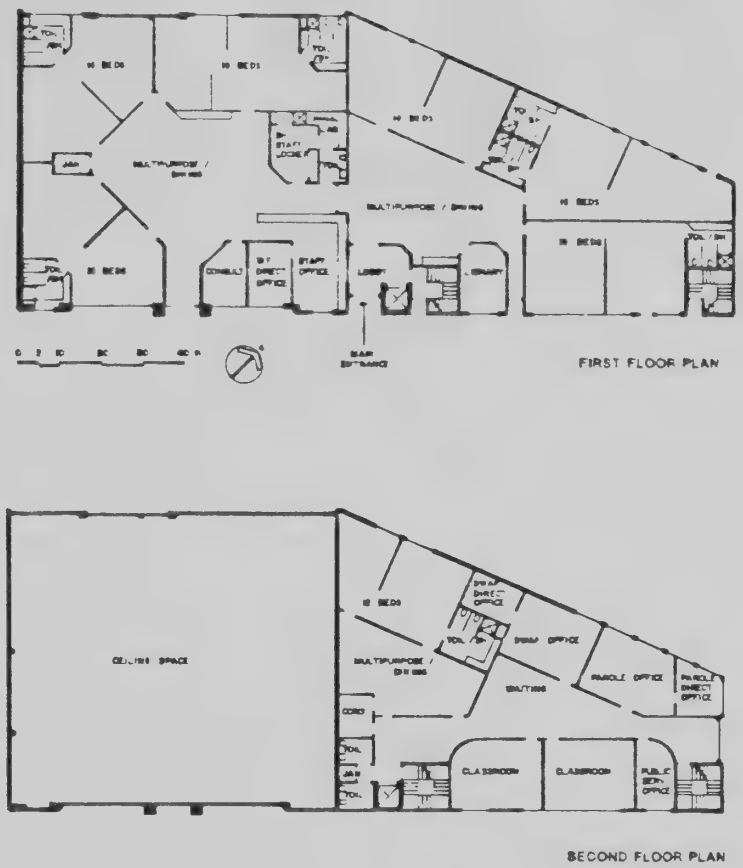
New Work Furlough Center To Open In 1986

by Kevin Foster

In the Fall of 1986, The San Francisco Sheriff's Department will move into a new enlarged Work Furlough Center. The expansion will be accomplished by the completely renovating the existing facility at Seventh and Bryant Streets and by the construction of a two story addition in the current parking area. The new Center will be able to accommodate 108 resident furloughees (current capacity is 60) as well as administrative offices for the Sheriff's Work Alternative Program (SWAP) and County Parole.

The $2,000,000 required for this project was obtained by the Sheriff without the need to use local tax dollars. The Federal Government will contribute $1,000,000 and $1,000,000 will come from state bonds approved by California voters in 1982 to relieve county jail overcrowding.

The new facility will provide both improved living areas and expanded program space. Instead of the current 52 person men's dormitory, there will be six male domitories each housing sixteen persons. Every dormitory will have its own toilet and washroom instead of the current group facilities. The six male domitories will be on the first floor arranged around two multi purpose/dining areas totaling 2000 square feet. The current eight person women's dormitory will be replaced with a twelve person dormitory located on the second floor. The women's area will include its own laundry and its own multipupose-/dining area of over 500 square feet. The current building totally lacks space for educational, vocational, and counseling programs. The new facility will provide three large classrooms, two interview rooms, a library, and a roof-top recreation area.



Floor Plans For New Work Furlough Center

Project Architect: *Design Partnership*
44 Brannan Street
San Francisco, CA

The new Work Furlough Center will not only contribute to reducing county jail overcrowding, but will also increase the Sheriff's Department's options in determining the appropriate level of custody for sentenced midemeanants. Placement in Work Furlough punishes an individual by severely restricting his freedom and forcing him to repay the City for the cost of his keep. But it also allows for the retention of his job, therefore giving him a better chance for an independent law-abiding life after his sentence is finished.

ATTACHMENT 6

ATTACHMENT #5

DISTRICT ATTORNEY

ARLO SMITH
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December 4, 1985

MEMORANDUM

TO: HON. EDWARD STERN, CHAIR, JAIL OVERCROWDING COMMITTEE
FROM: PAUL PRINCIPE, CHAIR, SUBCOMMITTEE RE 7-DAY WEEK REBOOKING

It was requested that this Subcommittee explore the possibility of rebooking cases seven days a week as a method of relieving jail overcrowding. Such procedures would require that the District Attorney staff an office on Saturday and Sunday, as well as holidays, and that the SFPD Inspectors Bureau and SFPD unit that provides misdemeanor case support, similarly staff their units.

Tasks and procedures relating to rebooking were previously set out in a Systems Efficiency Subcommittee report on that subject.

Minimal Staff Requirements of the D.A.'s Office

Felony Intake: Three Principal Attorneys

Narcotics Unit: One Head Attorney and One Principal Attorney

Misdemeanor Intake: Two Trial Attorneys

DA Investigators: Two to provide office security and investigative support.

Secretarial: One Senior and Three Legal Stenos

Record Room: One Clerk.

Existing personnel would not be used to staff such an operation as they were (1) not hired to work Saturdays, Sundays and holidays as normal work days, and (2) if existing personnel work weekends, they are unavailable to handle their regularly assigned duties and cases two out of five days between Monday and Friday.

Cont'

Minimal Staff Requirements of the San Francisco Police Department

Attached hereto is Deputy Chief Lordan's estimated staff requirements to operate a 7-day a week rebooking operation.

Conclusion

If the City goes to a 7-day-a-week rebooking system, new personnel will be required by both the District Attorney and the Police Department, and the latter department, in particular, will expend a substantial amount in overtime pay./

encl: D/C Lordan memo

Memorandum

San Francisco Police Department

APPROVED YES NO

To: Mr. Paul Principe
Chief District Attorney
Municipal Court

From: Joseph T. Lordan
Deputy Chief of Investigations

Date: December 2, 1985

Subj: Weekend Staffing for Rebooking Process

Should weekend rebooking be initiated, the following number of personnel would be required to accomodate same.

I. Supervisory Personnel

A. One (1) lieutenant on Saturday and Sunday Salary $172.80 per day x 2 = $345.60 each weekend.

II. Support Personnel

A. Property clerk's office: One (1) patrolman on Saturday and Sunday; one (1) sergeant on Sunday this office is currently closed on Sunday and the actual logging in of property does not occur until Monday.
Salary - 1 sergeant for 1 day = $151.20 each weekend.
Salary - 2 patrolmen for 2 days = $531.60 each weekend.

B. Record Room - personnel to process arrest reports. Per Captain Eidler this function would not be impacted by the weekend rebooking process.

C. Clerical Personnel - Two 1426 senior clerk typists on each day. Salary - $321.28 each weekend.

III. Bureau of Investigations Personnel

Copies To:

SFPD-68(7/84)

A. Fraud Section

1. Two inspectors on Saturday and Sunday.
   Salary - $604.80 for each weekend.

B. Burglary Section

1. Two inspectors on Saturday and Sunday.
   Salary - $604.80 for each weekend.

C. Auto Section

1. Two inspectors on Saturday and Sunday.
   Salary - $604.80 for each weekend.

D. Fencing Section

1. One inspector on Saturday.
   Salary - $151.20 a day.

E. Hit/Run Section

1. No increase in personnel - this unit is dependent on receiving chemical results from the toxicology department and the coroner's office.

F. General Work Section

1. Three inspectors on Saturday and Sunday.
   Salary - $907.20 for each weekend.

G. Homicide

1. No increase in personnel.
   Salary - $00.00

H. Robbery Section

1. Three inspectors on Saturday and Sunday.
   Salary - $907.20 for each weekend.

I. Sexual Assault Section

1. No increase in personnel.
   Salary - $00.00

IV. Vice Crimes Division

A. Prostitution and Gambling Section

1. Two inspectors on Saturday and Sunday.
   Salary - $604.80 for each weekend.

B. Narcotics Section

2. One inspector on Saturday and Sunday.
Salary - $302.40 per weekend.

V. Juvenile Division

1. One inspector on Saturday and Sunday.
Salary - $302.40 per weekend.

VI. Crime Lab

A. Crime Scene Investigations Section

1. One inspector on Saturday and Sunday.
Salary - $302.40 per weekend.

B. Criminalistics Section

1. One senior criminalist and one criminalist on Saturday and Sunday.
Salary - $698.00 per weekend.

C. Photo Lab Section

No additional personnel.

Additional problems which would affect the operation of this Bureau:

1. Staffing during weekdays would be drastically reduced - watches off would be allowed to those working weekends;

2. There would be additional costs to the Police Department on an overtime basis;

a. court appearances on watches off of inspectors that normally work during the week would be paid at time and a half overtime;
b. overtime paid to additional personnel required to work weekends;
c. due to the nature of most crimes, victims and witnesses (businesses closed, etc.) would be unavailable or difficult to locate or access in the time alloted.

In conclusion, all of the above options are both expensive and impractical and would have an adverse affect on the operational efficiency of this Bureau.